



## KABAROLE DISTRICT LOCAL GOVERNMENT COUNCIL SCORECARD ASSESSMENT FY 2018/19



L-R: Ms. Rose Gamwera, Secretary General ULGA; Mr. Ben Kumumanya, PS. MoLG and Dr. Arthur Bainomugisha, Executive Director ACODE in a group photo with award winners at the launch of the 8th Local Government Councils Scorecard Report FY 2018/19 at Hotel Africana in Kampala on 10th March 2020

### 1.0 Introduction

This brief report was developed from the Advocates Coalition for Development and Environment (ACODE) scorecard report titled, “The Local Government Councils Scorecard FY 2018/19. The Next Big Steps: Consolidating Gains of Decentralisation and Repositioning the Local Government Sector in Uganda.” The brief report provides key highlights of the performance of elected leaders and the Council of Kabarole District Local Government during FY 2018/19.

#### 1.1 Brief about the District

Kabarole District lies on the foothills of the snow-capped Mount Ruwenzori. During colonial times, the Governor of then Uganda protectorate used to sit in Kabarole town. Fort Portal municipality is the main town of Kabarole. Initially, the district consisted of the present day Kasese, Bundibugyo, Ntoroko, Kamwenge, Kyenjojo, Kyegegwa and until recently, Bunyangabu districts. Kabarole is ethnically diverse. Inhabitants of the district include: Bakonzo, Bamba, Bakiga and the majority Batooro. The District is composed of 3 counties, namely; Burahya, Fort-

Portal and Bunyangabu. As of 2020, Uganda Bureau of Statistics (UBOS) projects the total population of Kabalore district to be at 337,800 (Males: 169,200 and Females: 168,600)<sup>1</sup>

#### 1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

The main building blocks in LGCSCI are the principles and core responsibilities of Local Governments as set out in Chapter 11 of the Constitution of the Republic of Uganda, the Local Governments Act (CAP 243) under Section 10 (c), (d) and (e). The scorecard is made up of five parameters based on the core responsibilities of the local government Councils, District Chairpersons, Speakers and Individual Councillors. These are classified into five categories: Financial management and oversight; Political functions and representation; Legislation and related functions; Development planning and constituency servicing and Monitoring service delivery.

<sup>1</sup> UBOS, 2019 Projected District Population by age and Sex. Extracted from [http://www.ubos\\_04\\_2019District\\_Projected\\_population\\_by\\_single\\_age\\_and\\_sex\(2015-2025\).xls](http://www.ubos_04_2019District_Projected_population_by_single_age_and_sex(2015-2025).xls). Accessed on 13 March, 2020.

The parameters are broken down into quantitative and qualitative indicators. Separate scorecards are produced for the Chairperson, Speaker, individual Councillors, and the District Council as a whole.

The major rationale of the Local Government Councils Score-Card Initiative (LGCSCI) is to induce elected political leaders and representative organs of a district council to deliver on their electoral promises, improve public service delivery, ensure accountability and promote good governance through periodic assessments.

1.3 Methodology

The FY 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documents’ review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between July to September 2019. A total of 36 elected leaders (34 District Councillors, Chairperson and Speaker of Council) and Council were assessed.

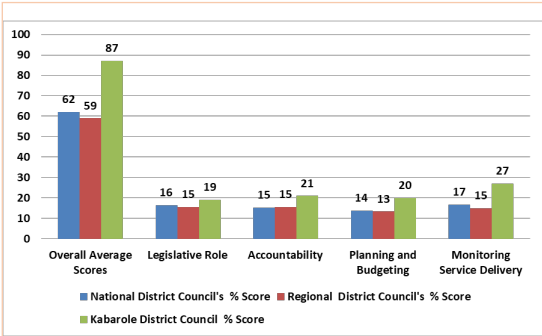
2.0 Results of the Assessment

This section highlights the performance of Council, Chairperson, Speaker and Councillors of Kabarole District Local Government during the FY 2018/19.

2.1 Performance of Kabarole District Council

The assessment of council focused on: execution of the legislative function; accountability; planning and budgeting and monitoring service delivery. During the year under review, Kabarole District Council registered a tremendous improvement in performance scoring 87 out of 100 points, an improvement from the previous assessment of 73

Figure 1: Performance of Kabarole District Council on Key Parameters Relative to National and Regional Average Performances



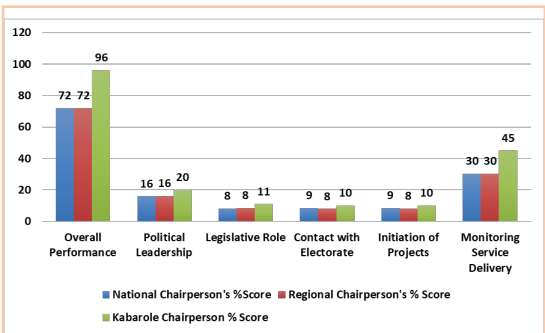
Source: Local Government Councils Scorecard Assessment FY 2018/19

out of 100 points. The District Council's performance was far much higher than the regional average score of 59 out of 100 points and the national average performance of 62 out of 100 points. The Kabarole District Council did not only emerge as the best performing council in western region, but also in the country (out of the 35 assessed district councils). Suffice to note was that Kabarole District Council registered the best performance in 3 out of 4 parameters which included; accountability, monitoring service delivery and, planning and budgeting at 21 out of 25 points, 20 out of 20 points and 27 out of 30 points respectively. Despite the remarkable performance in the above mentioned parameters, Kabalore District Council did not have any public hearings which undermined performance under legislation. Details of the performance of Kabarole District Council are summarized in Table 1.

2.2 Performance of the District Chairperson

Hon. Richard Rwabuhinga of the ruling NRM political party was the District Chairperson of Kabarole District during the FY 2018/19. He was serving his second term as District Chairperson. The District Chairperson exhibited excellent performance registering an improvement from 90 out of 100 points scored in the FY 2016/17, to 96 out of 100 points in the current assessment. Figure 2 shows a summary of his performance. With these scores, the District Chairperson emerged not only as the best in the country (out of the 33 assessed chairpersons) but also as in the western region (out of the 11 assessed districts). Overall, the Chairperson performed well across all parameters with the best performance arising from providing political leadership, contacting the electorate, initiating

Figure 2: Kabarole District Chairperson's Performance on Key Parameters Relative to National and Regional Average Performances



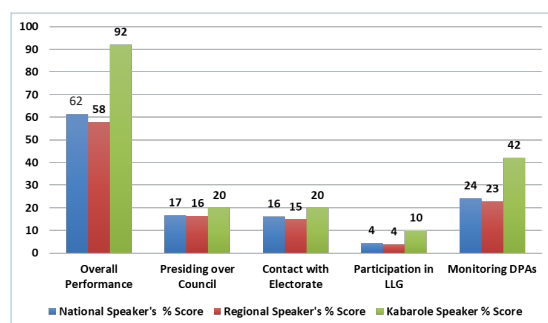
Source: Local Government Councils Scorecard Assessment FY 2018/19

projects and monitoring service delivery where he scored maximum points. Table 2 presents the details of the performance of the District Chairperson.

## 2.3 Performance of the Speaker of Council

Hon. Stella Kyorampe of the ruling NRM political party was the Speaker of Council, Kabarole District Local Government. At the time of the assessment, the Speaker was serving her first term in office. Hon. Kyorampe registered a remarkable performance scoring 92 out of 100 points, a two point improvement from the previous assessment. The Speaker emerged as the best in the western region (of the 11 assessed speakers) and country wide (of the 35 assessed speakers). Her strongest areas of performance were across all parameters, namely; presiding over council meetings where she scored 20 out of 25 points, contact with the electorate at 20 out of the 20 points, participating in the lower local government meetings at 10 out of the 10 points and monitoring service delivery where she scored 42 out of 45 points. Table 3 summarizes the performance of the District Speaker of Council, Kabarole.

**Figure 3: Speaker of Council's Performance on Key Parameters Relative to National and Regional Average Performances**



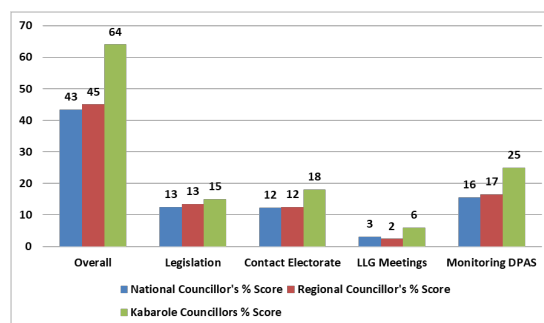
Source: Local Government Councils Scorecard Assessment FY 2018/19

## 2.4 Performance of Kabarole District Councillors

There were 35 councillors in total who were assessed during the current scorecard performance assessment, where 14 (40%) were female. Overall, much as there was an observed marginal decline in the performance of district councillors countrywide on average, Kabarole District Councillors' performance improved from 61 out of 100 points from the previous assessment to 64 out of 100 points in FY2018/19. On average, Kabarole District Councillors performed much higher compared to the regional and national levels at an average score of 45 out of 100 points

and 43 out of 100 points respectively. Therefore, the Councillors' performance was commendable and worthy of recognition. In fact, Kabarole District Councillors were the 2<sup>nd</sup> in ranking at national level, and the best out of the 11 assessed districts in the western region. At an individual level, Hon. Gedion Ruta Bujara representing Kasenda Sub-county was the best performing councillor scoring 85 out of 100 points registering an improvement from 76 out of 100 points obtained in the previous assessment. On the other hand, the best female councillor in Kabarole District Council was Hon. Margaret Kihika Mugisa representing East Division who garnered 78 out of 100 points, an improvement by 8 points obtained from the previous assessment. On average, the best performed parameter by councillors was contact with electorate where they scored 18 out of 20 points. However, the worst performed parameter was monitoring service delivery at 25 out of 45 points. This was majorly attributed to lack of follow up actions for the monitoring undertaken in the various sectors. Table 4 summarises the performance of District Councillors of Kabarole District Local Government.

**Figure 4: Kabarole District Councillors' Performance in Relation to National and Regional % Scores**



Source: Local Government Councils Scorecard Assessment FY 2018/19

## 3.0

## Critical Factors that Affected Performance

### 3.1 Factors Enabling Performance

- **Regular attendance of council and committee meetings:** It was noted that all the councillors attended more than 4 council sittings and 80% attended at least 4 committee meetings.
- **Improved quality of debates in council:** The quality of debates in council had greatly improved. The debates were largely issue

based. The councillors had also been able to demand for accountability from the DEC and technical team over several issues including audit reports.

- **Council debates on local and national issues:** Councillors debated on a wide range of issues regarding rules of procedure, corruption and also issues pertaining to the national level engagements.
- **Presence of coordinating centers:** Over 95% of councillors had coordinating centers in their areas which made it possible to keep in touch with their electorate.
- **Committees' Monitoring service delivery every sitting:** The committees were able to do specific on site visits before sitting especially on contested sectors like works.
- **Contact with electorates:** Results show that at least 80% of the councillors were able to organize official meetings and make official communication using various channels including radio.
- **The cordial relationship between DEC and the technical wing:** It was noted that there was constant correspondence and consultation between DEC and the technical team. Often times these had conducted joint monitoring which has led to addressing of service delivery concerns faster.

### 3.2 Factors that Hindered Performance

- **Absence of induction of newly elected Councillors for Special Interest Groups (Workers, Older Persons):** Due to lack of resources, both the Ministry of Local Government and the local governments have not been able to adequately induct new councillors who were elected in the year under review that is the workers' representatives and older persons. These councillors had not received induction on what they are supposed to do in council which affected their performance.
- **Insufficient follow up by councillors** to ensure that their actions translate into tangible outcomes in terms of improvement in service delivery. Most councillors do monitoring but because they do not follow up on their actions, it is hard to realize changes in service delivery.
- **Failure to engage lower local governments:** Majority of the councillors did not meet the threshold of participating in at least 4 LLG council meetings. Some meetings in sub

counties had conflicting schedules with district council meetings while others did not provide minutes to substantiate claims by councillors of having engaged their lower local councils.

#### 4.0

#### Success so far registered with the LGCSCI

- **Improved documentation of council proceedings;** especially minute taking by attributing what each individual Councillor said. This was well captured in council proceedings by the Clerk to Council.
- **Quality of the debates:** Being a product of LGCSCI, the speaker was able to direct debates towards purpose. Most of the debates were on service delivery and on the issues that concerned the citizens.
- **Uptake of the LGCSCI best practices:** Most of the councillors that had been assessed previously were able to buy their own dairies and this was attributed to the culture of using dairies that ACODE used to provide them with.

#### 3.0

#### Recommendations

- The district leadership should strengthen orientation and training for councillors: This can be achieved by partnering with Civil Society Organisations like ACODE in cases where resources cannot be mobilised by the district. The trainings should be at least once in a financial year. Such trainings should be thematic to cover aspects like (i) the Legislative roles, (ii) contact with the electorate, (iii) participation in the lower local government, (iv) monitoring service delivery on national priority programme areas, (v) rules of procedure, among others. It is also important that refresher courses be organized to provide other relevant information and skills to the councillors.
- The Council should introduce appropriate some funds out of their local revenues to facilitate monitoring activities of councillors.
- The Council should introduce a mandatory requirement for councillors to produce individual monitoring reports to committees and council.
- The Speaker should communicate and share council schedule with LLGs, such that meetings at various levels are not colliding.



Table 1: Kabarole District Council Performance FY 2018/19

Performance			Legislation										Accountability					Planning and Budgeting			Monitoring Service Delivery											
District	2016/17	2018/19	Rules of Procedure	Membership to ULGA	Committees of Council	Motions Passed by the Council	Ordinances	Conflict Resolution	Initiatives	Public Hearings	Legislative Resources	Petitions	Capacity Building	Sub Total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of Accountability	Sub Total	Plans, Vision and Mission	District Budget	Local Revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	ENR	Sub Total
	Max Score	100	100	2	2	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	4	4	30
	Kabarole	73	87	2	2	3	3	1	0	2	2	1	19	4	6	8	2	1	21	5	4	11	20	5	5	4	4	4	1	4	27	
	Average	51	62	2	1	2	2	1	1	3	1	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	2	17	

Table 2: Kabarole District Chairperson's Performance FY2018/19

Identifiers				Performance		Political Leadership							Legislative Role			Contact with Electorate			Initiation of Projects				Monitoring Service Delivery									
Name	Gender	District	Political Party	Terms	2016/17	2018/19	DEC	Monitoring Admin	State of Affairs	Oversight Civil Servants	Commissions/Boards	Central Gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues by Electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
					100	100	3	5	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
	M	Kabarole	NRM	2	90	96	3	5	2	4	2	4	20	2	6	3	11	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
					62	72	2	4	2	3	2	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	4	2	3	29

Table 3: Speaker of Council's Performance, Kabarole District Local Government FY2018/19

Identifiers					Performance		Presiding over Council						Contact Electorate		LLG	Monitoring Service Delivery										
Name	Political Party	Constituency	District	Gender	Terms Served	2016/17	2018/19	% Change	Chairing Council	Rules of Procedure	Business Committee	Records Book	Record of Motions	Special Skills	Sub Total	Meetings Electorate	Coordinating Centre	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
						100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	5	5
Stella Kyorampe	NRM	Kabende/Kijura	Kabarole	F	1	90	92	2	3	9	3	2	3	0	20	11	9	20	10	7	7	7	7	5	2	42
Average					2	57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	1	3	24

Table 4: Performance of District Councillors, Kabarole District Local Government FY 2018/19

Identifiers			Performance		Legislation				Contact Electorate		LLG	Monitoring Service Delivery											
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					100	100		8	8	5	4	25	11	9	20	10	7	7	7	5	5	4	33
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	5	5	45	
Gedion Ruta Bujara	NRM	Kasenda	M	1	76	85	12	8	8	5	1	22	11	9	20	10	5	5	5	5	4	33	
Robert Tumwine	NRM	Bukuuku	M	1	36	84	133	8	8	5	0	21	11	9	20	10	5	5	5	5	4	33	
Mathew Koojo	IND	Kiko T/C	M	1	57	80	40	8	8	5	0	21	11	9	20	10	5	5	5	5	0	29	
Margaret Kihika Mugisa Kabasweeka	NRM	East Div	F	1	70	78	11	8	8	5	0	21	11	9	20	10	5	5	5	5	1	27	
Stellah Kemigabo	NRM	Mugusu/ Karambi	F	2	52	78	50	1	8	5	1	15	11	9	20	10	5	5	5	5	4	33	
Tom Kamara	NRM	Busoro	M	1	72	76	6	8	8	5	1	22	10	9	19	6	7	7	1	5	5	29	
Peter Daudi Baziira	NRM	Kicwamba	M	1	75	76	1	8	8	0	1	17	11	9	20	10	5	5	5	5	0	29	
Edward Asimwe	IND	Hakibale	M	1	72	75	4	0	8	2	4	14	11	9	20	10	7	5	5	1	4	31	
Augustine Kiseambo	NRM	Mugusu T/C	M	1	71	75	6	8	8	5	0	21	10	9	19	2	5	5	5	5	4	33	
Francis Karubata	NRM	Older Persons	M	1	43	73	70	8	1	0	1	10	11	9	20	10	5	5	5	5	4	33	
Timothy Ruhweza	NRM	Youth	M	1	75	72	-4	0	8	5	4	17	11	9	20	6	5	5	5	5	0	29	

Identifiers			Performance			Legislation				Contact Electorate			LLG	Monitoring Service Delivery										
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
Barnabas Nyesiga	NRM	Kabende	M	1	48	70	46	8	8	5	0	21	7	9	16	0	5	5	5	5	4	4	33	
Moses Atuhaire	NRM	Karago TC	M	1	59	69	17	8	8	2	0	18	7	9	16	6	5	5	1	5	5	4	29	
Aoron Byakutaga	NRM	Karangura	M	1	71	68	-4	8	8	5	0	21	11	9	20	6	5	5	1	4	1	4	21	
Stephen Nyakana	NRM	Workers	M	1		68		8	8	5	1	22	11	9	20	0	5	5	5	1	1	4	26	
Charles Kaliija Rutakirwa	NRM	Harugongo	F	2	75	67	-11	1	8	2	0	11	11	9	20	6	5	5	5	5	0	5	30	
Gertrude Keenema	IND	Karangura	F	1	44	66	50	1	8	0	1	10	11	2	13	10	5	5	5	5	4	4	33	
Clovie B. Mugabo	NRM	Mugusu	M	1		65		8	8	0	1	17	4	9	13	10	5	1	5	1	5	4	25	
Florence Kahunde Rusoke	NRM	Ruteete& Kiko T/C	F	1	58	64	10	1	0	0	0	1	11	9	20	10	7	7	5	5	0	4	33	
Clovie Mukonjo	NRM	West Div	M	1		64		8	8	0	0	16	10	9	19	0	5	5	5	5	0	4	29	
Saidat Salif Kaganda	NRM	West Div	F	1	73	63	-14	8	3	0	0	11	8	9	17	6	5	5	5	5	0	4	29	
Rosemary Kaboona Kibagwa	NRM	PWD	F	4	44	62	41	1	8	0	0	9	11	9	20	0	5	5	5	5	4	4	33	
Lillian Bagonza	NRM	Karambi S/C	F	1		61		8	8	0	1	17	11	9	20	6	1	5	5	1	0	1	18	
Jimmy Balinda	NRM	Ruteete	M	1	63	61	-3	1	0	2	0	3	11	9	20	10	5	5	1	5	7	1	4	28
Hassan Galib	NRM	East Div	M	2	55	57	4	1	8	0	0	9	11	9	20	4	5	0	5	5	0	4	24	
Ednah Tusime Mukarwiza	NRM	Kiwamba S/C	F	1	66	55	-17	8	0	0	3	11	3	9	12	2	7	7	1	5	5	1	4	30
Resty Balinda Mboijana	NRM	Busoro/ Hakibale S/C	F	1	61	53	-13	8	8	2	1	19	8	9	17	10	1	1	1	1	1	1	7	
Mary Rwakyaka Kenyana*	NRM	Southern Div	F	2	69	53	-23	8	8	2	0	18	7	9	16	0	0	1	0	5	5	4	19	
Phoebe Kusiima	NRM	Workers	F	1		51		6	8	2	3	19	11	2	13	6	5	0	5	0	1	1	13	
Joseph Mashuhuko Kiiza*	NRM	Karambi	M	2	56	50	-11	8	8	2	0	18	7	9	16	0	5	1	0	1	5	0	4	16
Richard Tatiina	NRM	Kijura TC	M	2	65	47	-28	6	8	0	0	14	11	9	20	6	1	1	1	1	1	1	7	
Florence Kadoma	NRM	Karago & Bukuku S/C	F	5	75	45	-40	3	8	2	0	13	11	9	20	2	1	3	1	3	1	0	1	10
Margaret Kabajwara	NRM	Youth	F	1	41	42	2	1	0	0	0	1	11	9	20	0	5	5	5	0	1	4	1	21
Joram Bitamanya*	FDC	Southern Div	M	2	35	33	-6	8	8	2	0	18	0	9	9	0	0	1	0	1	0	0	4	6
Average					61	64	11	6	7	2	1	15	10	9	18	6	4	4	4	4	2	3	25	

\*Councillors Assessed Using Secondary Data

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**About ACODE:** The Advocates Coalition for Development and Environment (ACODE) is an independent public policy research and advocacy Think Tank based in Uganda, working in the East and Southern Africa sub-regions on a wide range of public policy issues. Our core business is policy research and analysis, outreach and capacity building. Since it's founding 19 years ago, ACODE has emerged as one of the leading regional public policy think tanks in Sub-Saharan Africa. For the last 8 consecutive years, ACODE has been recognized among the Top-100 Think Tanks worldwide by the University of Pennsylvania's annual Global-Go-To Think Tank Index Reports.

**About LGCSCI:** The Local Government Councils Scorecard Initiative (LGCSCI) is a policy research and capacity building initiative implemented by ACODE and ULGA. The initiative is a strategic social accountability initiative that enables citizens to demand excellence of their local governments and enables local governments to respond effectively and efficiently to those demands with the aim of improving service delivery.

### ABOUT THE AUTHORS

**Prof. Wilson Winstons Muhwezi, PhD** is the Director of Research at ACODE and an Associate Professor at Makerere University College of Health Sciences. Winstons is an accomplished researcher and has published over 30 papers in international peer reviewed journals about governance issues related to public health, mental health, reproductive health and rural development.

**Richard Tusiime** is a Research Assistant for LGCSCI working in Kabarole district. He is also a Project Officer at Kabarole Research and Resource Centre (KRC) with skills in Human rights, Governance Research, Civic Education and Voter Education, planning, implementation, monitoring and evaluation among others.

**Fred Kasalirwe** is a Research Fellow at ACODE. He is an Economist with over 9 years of experience in conducting social and economic development research, training and project management with great research experience in Economic Policy Analysis and Social Research.

**Mugarra David** is a Specialized Program Officer – Human Rights and Good Governance at Kabarole Research and Resource center. David has been the lead researcher for Kabarole since 2014 under the LGCSCI. He has a wide experience in advocacy, policy, governance, peace and conflict resolution fields.

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